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ABSTRACT

The hiring of foreign teachers by Canadian universities is examined. The characteristics of newly appointed teachers at Canadian universities in the early seventies are presented, with particular emphasis on their citizenship, legal residence status, previous employment, and former country of residence. During the period 1962-1963 through 1975-1976, about 60 percent of newly appointed university teachers have been Canadian citizens. During the past four years, close to 80 percent of new appointments have gone to Canadian citizens or landed immigrants of long standing. The non-Canadian component includes three distinct sub-groups: landed immigrants who have been in Canada for a number of years, most of whom did graduate work in Canada; landed immigrants who obtained this status in conjunction with their appointment; and non-immigrant foreign teachers with an employment visa or ministerial permit. Foreigners with employment visas are often hired on a temporary basis to replace permanent Canadian faculty on sabbatical or educational leave, frequently for only one semester. Universities are now required to submit proof that no qualified Canadian or landed immigrant of long standing is available and that the position was properly advertised in Canada before employment visas are issued. Considerable data on the characteristics of newly appointed university teachers and of immigrant and non-immigrant newly appointed foreign teachers are presented. Appendices include data on the immigration of university teachers to Ontario in 1975, notes on the previous employment of university teachers, and a press statement by the Canadian Department of Manpower and Immigration on foreign academics. (SC)

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ED176608

THE ISSUE OF FOREIGN UNIVERSITY TEACHERS AT CANADIAN UNIVERSITIES

PART III

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Second Draft

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PREFACE

The draft report deals with the controversial issue of foreign teachers at Canadian universities. Most of the information has been derived from published and unpublished Statistics Canada data and material provided by the Department of Manpower and Immigration. It should be stressed that the views are not necessarily those of Statistics Canada nor the Department of Manpower and Immigration. At this point, the report is being circulated to only a select group of federal and provincial departments and representatives of the academic community for information and comment. An additional cautionary note: as this study was prepared in a few weeks, there was only limited opportunity to consult the literature, particularly regional and provincial reports, and comparable U.S. data. Moreover, since this report is part of a series, certain information has been provided in greater detail and arguments have been developed more fully in Part I and Part II: "The full-time Faculty of Canadian Universities" and "Profile of University Teachers in the Mid-Seventies".

During the last eighteen months, I have directed my attention to selected issues in Canadian higher education. I have received valuable reactions to these draft reports from a number of people, but for the most part, such studies tend to be done in isolation. Opportunities to expose

them to critical review within the government, as well as outside, are limited. Whereas five years ago, many researchers in government and the academic community addressed themselves to questions of higher education, this is no longer the case. It is hoped that other groups may be encouraged to develop projects on Canadian higher education. For example, this report should be expanded to include regional or provincial analyses, breakdowns by teaching field and selected disciplines, and interpretation of 1975-76 and 1976-77 data.

Furthermore, there is a need to develop greater knowledge about topics such as the future supply of and demand for highly qualified manpower. It is puzzling to note that more than $3.0 billion are spent on university education each year, but little is allocated for research on various aspects of higher education. To give a few illustrations: we have limited knowledge of the number of part-time university teachers or of shifts which may have occurred relative to full-time faculty; we do not know the number of graduate students and post-doctorals who teach part-time, or how these two groups supplement the teaching and research functions at Canadian universities; in a related area, the number of foreign students at Canadian universities could have been anywhere between 15,000 and 25,000 in 1975-76, depending on the source.

This lack of basic information often hinders useful analysis. Fortunately, the data base on foreign university teachers has been evolving in recent years.

however, it is with some hesitation that this report is circulated. The author is aware of possible editorial and other deficiencies due to time constraints. For instance, it would have been desirable to present the data graphically.

Data limitations are frequently used as a pretext for delaying analysis and decisions. But in this case, lack of information or unreliability of certain data cannot serve as an excuse. Available information clearly indicates the magnitude of the problem, even though specific figures may be questionable.

In a paper of this nature, speculations about future trends are unavoidably based upon sensitive assumptions on critical parameters. Needless to say, the premises of the arguments reflect the personal experience, values and perception of the author, and should not be attributed to the government or any of its agencies.

The purpose of this draft report is to produce relevant information, and at the same time provide a perspective on the complex issue of foreign university teachers in Canada for the future.

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INTRODUCTION

The aim of this report is to provide information on the characteristics of newly appointed teachers at Canadian universities in the early seventies, particularly their citizenship, legal residence status, previous employment, and former country of residence. On the basis of these data, future trends are analyzed.

The degree to which university policy on hiring foreign teachers should be subject to outside influence has become a sensitive issue. The growth that characterized Canadian universities during the sixties and early seventies has slackened. There has also been a shift in the attitudes of Canadian society about its cultural identity. In the manpower area, the former shortage of university teachers has given way to a surplus. Moreover, an international labour market exists for this type of highly qualified manpower and Canada has traditionally maintained a very liberal immigration policy. Since the circumstances in which Canadian universities now find themselves have changed significantly, past experience can serve only as a limited guide for the future. It is desirable to reassess the situation in light of the changing social and economic climate and, if necessary, to modify the present pattern. It is hoped that the data in this analysis will provide a more detached perspective on the controversy.

There has been concern that many departments at Canadian universities have not followed standardized procedures in advertising positions and selecting new teachers. The impression prevailed that, in many instances, the search for teachers was not conducted to maximize the chances of Canadians. This is partly reflected by the fact that only gradually have universities improved their information about citizenship and legal residence characteristics of their teachers. In recent years, probably only half of all available positions have been advertised in "University Affairs", published ten times a year by the Association of Universities and Colleges of Canada. For more than one-third of the new appointments, the country of previous employment and legal residence status have not been reported to Statistics Canada. This administrative negligence has aroused the suspicion that many departments have not always followed orthodox staffing procedures.

Practices have often been interpreted as deliberate discrimination against Canadian citizens. Only recently have both the federal and provincial governments taken an active interest in the issue, although questions have been raised since 1968.*

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* Dr. G. Van Kessel of the Department of Manpower and Immigration has developed considerable expertise on this topic, and his assistance is gratefully acknowledged, although the views expressed are my own.

SECTION I

The Immigration of University Teachers

In 14 years (1962-63 to 1975-76) there have been approximately 26,000 appointments: 23,000 new positions and 3,000 replacements (Table 1).[1.] In addition, a sizeable number of teachers moved from one university to another. The latter group was largely responsible for the annual 8-10% turnover of full-time teachers in recent years. Under such conditions, it is surprising that about 60% of new appointments have gone to Canadian citizens.

The non-Canadian category, the other 40%, encompasses a variety of sub-groups. During the sixties and early seventies, Canada admitted a large number of foreign doctoral students as landed immigrants, in addition to foreign students on a student permit.[2.] Many of those landed immigrants have now graduated and accepted appointments at Canadian universities. By legal residence status, they should be regarded as Canadian citizens, although they are often classified as non-Canadians.

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1. The replacement rate has been calculated on the basis of a 0.6% retirement rate and a 0.6% mortality rate, assuming zero net mobility.

2. Approximately one-third of the full-time doctoral students in recent years were landed immigrants, and 15% foreign students.

Table 1
Comparison of the Growth in University Teachers with the Number of Immigrants whose Intended Occupation was University Teaching, 1962-63 to 1975-76.

Academic Year	Full Time University Teachers	Increase Over previous Year(2)	Replacements(1) (1.2%)	Sub-total growth and Replacements	60% Canadian Citizen(2)	15% Non-Canadian(3)	25% Landed Immigrant(4)	Immigration Statistics University Teachers(5)	Difference between columns 8 and 7	Percent of Immigrants Who Achieved Appointment
1962-63	7,890	718	80	798	479	120	199	390	191	51.0
1963-64	9,125	1,235	92	1,327	796	199	332	539	207	61.6
1964-65	10,603	1,478	107	1,585	951	238	396	672	276	58.9
1965-66	12,085	1,482	122	1,604	962	241	401	1,084	683	37.0
1966-67	14,392	2,307	146	2,453	1,472	368	613	1,410	797	43.5
1967-68	16,703	2,311	169	2,480	1,488	372	620	1,986	1,366	31.2
1968-69	18,864	2,161	191	2,352	1,411	353	588	2,280	1,692	25.8
1969-70	21,839	2,975	221	3,196	1,918	479	799	2,398	1,599	33.3
1970-71	24,604	2,765	249	3,014	1,808	452	754	1,886	1,132	40.0
1971-72	26,963	2,359	273	2,632	1,579	395	658	1,358	700	48.4
1972-73	27,870	907	282	1,189	713	178	297	1,031	734	28.8
1973-74	28,539	669	289	958	575	144	239	1,481	1,242	16.1
1974-75	29,273	734	296	1,030	618	154	258	1,198	940	21.5
1975-76	30,000	727	304	1,031	619	155	258	900*	642	28.7
Total	278,950	22,828	2,821	25,649	15,389	3,848	6,412	18,613	12,201	34.4

12 13

* Estimated

Note: If not otherwise indicated, information in all tables has been derived from published and unpublished Statistics Canada data.

Footnotes to Table 1

(1) The replacement rate is based on a 0.6% retirement rate and a 0.6% mortality rate, assuming zero net mobility.

(2) In recent years, on the average, 60% of newly hired university teachers were Canadian citizens.

(3) This category includes foreign non-immigrant university teachers with work visa (5%), and landed immigrants who had been in Canada preceding their appointment (10%).

(4) This category refers to university teachers who achieved their immigration status in conjunction with their appointment.

(5) The number of landed immigrants reported by Immigration Statistics, on a calendar year basis, whose intended occupation was university teaching in Canada.

The non-Canadian category also includes foreign faculty who have come to Canada with a work visa without applying for landed immigrant status. They constitute about 5% of all appointments and should not be regarded as part of the permanent staff. Adjustments for these groups mean that hypothetically, 25% or 6,400 of the new university teachers in the last 14 years were bona fide immigrants. This figure conflicts with Immigration statistics, which show that during the 14-year period, 18,600 immigrants indicated that they were either teaching or intended to teach at a university in the near future. [3]

Of the 18,600 immigrants who intended to teach at a Canadian university, 12,200 appear not to have obtained a full-time position, although some might be teaching part-time or pursuing graduate studies. It is also generally known that many highly qualified immigrants, some of them Ph.D. graduates of Canadian universities, return to their home country or move to a third. The important point is that by a reasonable estimate, only one-third of immigrants intending to teach university have, in all likelihood. succeeded in doing so full-time.

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3. It appears that this category encompasses groups such as principals of other educational institutions whose primary goal was not university teaching. Under the revised classification which was instituted in 1973, 792 landed immigrants were reported as university teachers, compared with 1,481 according to the older and broader definition. For 1974, comparable figures were 834 versus 1,198.

Since 1962, the country of origin of immigrants who intended to teach university has been recorded. During the sixties, almost 25% came from Great Britain, but this declined to about 11% in the seventies (Table 2). The proportion from the United States increased from around 40% in the early sixties to more than 50% in the seventies. This information does not indicate how many from each country have actually obtained a university position.

For the first time in 1975, Immigration data showed a separate category for landed immigrants with pre-arranged university employment. According to these data, out of 666 immigrants landed during the calendar year 1975 with the intention of teaching at a university, 304 had pre-arranged employment.[4]

In 1973, the Department of Manpower and Immigration changed its definition of university teachers to exclude groups such as principals of other educational

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4. The Department of Manpower and Immigration approved 558 applications by university teachers from abroad, of which 436 or 78.1% had pre-arranged employment. This does not match the 666 university teachers who had actually immigrated to Canada in 1975, because some of the 558 would have entered Canada in 1976, and some of the 666 might have applied for and obtained immigration permits in 1974. (The immigration permit is valid for 6 months.)

   There is also a likelihood that among the 558, the 122 without pre-arranged university employment reconsidered and never entered the country. Because the Department of Manpower and Immigration did not record the type of pre-arranged employment until 1975, no comparison with earlier years is possible. Moreover, although the city of employment is coded, the universities are not identified. For example, in 1975, 17 university teachers out of 40 had pre-arranged employment in Ottawa, but there is no indication of which university hired them.

Table 2

Immigrants to Canada by Country of Last Permanent Residence and Intended Occupation: "University Teaching", 1962 to 1974

	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974	Total 1962 to 1974
Great Britain	95	160	195	271	353	457	545	499	284	143	117	155	140	3,414
Per Cent	24.4	29.7	29.0	25.0	25.0	23.6	23.9	20.8	15.1	10.5	11.3	10.5	11.7	19.3
France	25	30	27	42	69	81	87	90	105	77	73	94	86	886
Per Cent	6.4	5.6	4.0	3.9	4.9	4.1	3.8	3.8	5.5	5.7	7.2	6.3	7.2	5.0
Other Western European Countries	41	39	58	77	97	142	175	157	155	61	75	96	92	1,265
Per Cent	10.5	7.2	8.6	7.1	6.9	7.2	7.7	6.5	8.2	4.5	7.3	6.5	7.7	7.1
India, Pakistan	14	38	31	81	86	131	99	177	120	87	54	89	56	1,063
Per Cent	3.6	7.1	4.6	7.5	6.1	6.6	4.3	7.4	6.4	6.4	5.2	6.0	4.7	6.0
Other Asia	4	14	6	27	49	89	124	128	166	80	53	180	113	1,033
Per Cent	1.0	2.6	0.9	2.5	3.5	4.5	5.4	5.3	8.8	5.9	5.1	12.2	9.4	5.8
United States	174	208	267	477	615	857	1,013	1,040	918	77[illegible]	556	703	588	8,[illegible]33
Per Cent	44.6	38.6	39.7	44.0	43.6	43.2	44.4	43.4	48.7	57.0	53.9	47.8	49.1	46.3
All other countries	37	50	88	109	141	229	237	307	138	136	103	159	123	1,857
Per Cent	9.5	9.3	13.1	10.1	10.0	11.5	10.4	12.8	7.3	10.0	10.0	10.7	10.2	10.5
TOTAL	390	539	672	1,084	1,410	1,986	2,280	2,398	1,886	1,358	1,031	1,481	1,198	17,713

Source: Department of Manpower and Immigration, unpublished Data.

institutions. This led to a revision of figures. Table 2 shows how many university teachers were admitted to Canada from 1962 to 1974 according to the old definition. Table 3 gives the number admitted in 1971-72 under the old definition, and revised numbers for 1973 to 1975, grouped by province of destination. In 1973, 792 landed immigrants intended to teach university; 834 in 1974; 666 in 1975. Over this three-year period, almost 40% intended to go to Ontario; another 25% to Alberta and British Columbia. Around 3% went to Newfoundland, and Quebec was the destination of 15-18%, depending on the year.

As previously mentioned, 45.6% of the 666 landed immigrants who were university teachers had a pre-arranged job. This percentage will increase substantially, as indicated by the number who applied and were approved by the Department of Manpower and Immigration in 1975. Since 1976, the Department has given zero occupational demand for university teachers without pre-arranged employment. This means that teachers without a position would not be permitted to immigrate to Canada, even though their educational and other qualifications would give them a high score in the point system. This fact is not generally known. Moreover, in the foreseeable future, the Department is unlikely to alter the "occupational demand" assessment for university teachers. Actually in March 1977 the Manpower and Immigration Minister announced further changes in immigration procedures affecting the hiring of foreign academics. (see Appendix C)

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5. This decision was based on economic considerations set forth in the confidential "Occupational and Area Demand Guide" of the Department of Manpower and Immigration, and was implemented before the controversy about hiring foreign faculty was renewed in a political context.

Table 3

Landed Immigrants Admitted to Canada with the Intention of University Teaching by Province of Destination, 1971 to 1975

	1971*	1972*	1973**	1974**	1975**
Newfoundland	48 (3.5)	26 (2.5)	31 (3.9)	27 (3.2)	21 (3.2)
Prince Edward Island	2 (0.1)	– (0.0)	3 (0.4)	2 (0.2)	1 (0.2)
Nova Scotia	53 (3.9)	52 (5.0)	58 (7.3)	61 (7.3)	43 (6.4)
New Brunswick	34 (2.5)	37 (3.6)	19 (2.4)	15 (1.8)	20 (3.0)
Quebec	194 (14.3)	206 (20.0)	147 (18.6)	148 (17.7)	101 (15.2)
Ontario	565 (41.6)	409 (39.7)	274 (34.6)	328 (39.3)	260 (39.0)
Manitoba	56 (4.1)	38 (3.7)	35 (4.4)	27 (3.2)	39 (5.8)
Saskatchewan	58 (4.3)	27 (2.6)	30 (3.8)	21 (2.5)	29 (4.4)
Alberta	172 (12.7)	103 (10.0)	71 (9.0)	79 (9.5)	57 (8.6)
British Columbia	176 (13.0)	133 (12.9)	124 (15.6)	126 (15.1)	95 (14.3)
Canada Total	1,358	1,031	792	834	666

Percentage in brackets.

* Old definition

** Revised definition

Source: Department of Manpower and Immigration, unpublished data.

Since the number of university teachers admitted to Canada is now related to employment opportunities in universities, the number of university teachers who enter the country as landed immigrants can be expected to decline. Emphasis is now placed on ascertaining that no qualified Canadians are available for openings in universities. But because universities require a long lead time to negotiate with prospective teachers, the effect of this change in emphasis will be felt only in 1977. Therefore, a major shift in the legal residence status of new university teachers did not take place in the academic year 1976-77.

Furthermore, although there has been immense expansion of Canadian graduate education, there will always be certain disciplines and many sub-disciplines for which Canadian universities cannot produce the right type of qualification or enough doctoral graduates. Canadian universities have reached the stage of academic development at which it is necessary to hire specialists with unique qualifications, particularly for newly created positions. This is reflected by the fact that in 1975-76 only 22.3% of all new appointments at Ontario universities were recent graduates from Canada and abroad, whereas the balance had extensive teaching and other experience (Table 4). In absolute numbers, of the 927 full-time university teachers hired by Ontario universities that year, 207 had been identified as graduate students or post-doctorals before their appointments, and only 67 possessed a doctorate. This is probably representative of the

Table 5

Type of Previous Employment of Newly Appointed University Teachers at Ontario Universities by Qualification, 1975-76

Sector of Activity	With Ph.D.		Other Qualifications		Total	Percent*
University	246	55.8	195	44.2	441	(51.0)
Other Education	10	24.4	31	75.6	41	(4.7)
Student (including post-doctorals)	67	32.4	140	67.6	207	(23.9)
Health Services	11	20.0	44	80.0	55	(6.4)
Government (including Army)	13	30.2	30	69.8	43	(5.0)
Industry	6	19.4	25	80.6	31	(3.6)
Other (including self-employed)	10	21.7	36	78.3	46	(5.3)
Total**	363	42.0	502	58.0	865	

* Percent of type of previous employment in brackets

** In addition there were 19 Ph.D. holders and 43 with other qualifications where the previous employment was unknown.

Table 4

New Appointments by Rank and Qualifications for a three-year Period (1972-73 to 1974-75)

	With Doctorate		Other Qualification		Total	
	No.	%	No.	%	No.	%
Professors	288 (66.7)	9.0	144 (33.3)	2.9	432	5.3
Associate Professors	473 (61.5)	14.7	296 (38.5)	6.0	769	9.4
Assistant Professors	1,724 (52.8)	53.7	1,542 (47.2)	31.2	3,266	40.1
Lecturers and Instructors	216 (9.8)	6.7	1,998 (90.2)	40.5	2,214	27.2
Others	508 (34.8)	15.8	953 (65.2)	19.3	1,461	17.9
Total	3,209 (39.4)	100.0	4,933 (60.6)	100.0	8,142	100.0

Percentage by qualification in brackets

present situation in Canada.

In this context, it is interesting to observe that although there appeared to be an adequate supply of doctoral graduates in most disciplines, during the three-year period (1972-73 to 1974-75), 60.6% of the newly hired full-time teachers did not have a Ph.D. degree (Table 5). The percentage varied by rank. This seems to indicate that the number of positions available for doctoral graduates is small, and in recent years probably only one out of ten Ph.D. graduates have obtained a university position.[6.]

Although the number of landed immigrants admitted to Canada to teach university has declined substantially (Tables 1-3), universities have offered an increasing number of temporary positions to foreign teachers who have obtained employment visas with non-immigrant status. Table 6 shows that the total number of new employment permits issued between 1973 and May 1976 increased from 1,267 in 1973 to 1,689 in 1975. During the five-month period in 1976, 841 permits were granted. The maximum duration of an employment visa is 12 months, with the possibility of renewal. Information on employment visas for 1975 has been grouped by length of stay: 1,828 new visas and renewals were issued (Table 7).[7.]

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6. In recent years, Canadian universities have graduated close to 2,000 Ph.D's annually, in addition, 400-500 Canadians have obtained doctorates abroad each year.

7. This includes not only full-time but also part-time teachers, research associates, and others not involved in teaching. Therefore, these figures cannot be directly related to the universe of full-time university teachers in Canada.

Table 6

Employment Visa Issued to Non-Immigrant University Teachers by Province of Destination, 1973 to 1976

	1973	1974	1975	1976 (5 months)
Newfoundland	29 (2.3)	28 (2.0)	47 (2.8)	14 (1.7)
Prince Edward Island	10 (0.8)	4 (0.3)	7 (0.4)	1 (0.1)
Nova Scotia	63 (5.0)	95 (6.7)	93 (5.5)	33 (3.9)
New Brunswick	23 (1.8)	34 (2.4)	40 (2.4)	16 (1.9)
Quebec	231 (18.2)	259 (18.2)	252 (14.9)	143 (17.0)
Ontario	465 (36.7)	535 (37.7)	692 (41.0)	377 (44.8)
Manitoba	50 (3.9)	45 (3.2)	50 (3.0)	24 (2.8)
Saskatchewan	44 (3.5)	42 (3.0)	48 (2.8)	24 (2.8)
Alberta	106 (8.4)	140 (9.8)	127 (7.5)	61 (7.3)
British Columbia	246 (19.4)	238 (16.8)	333 (19.7)	148 (17.6)
Canada Total	1,267	1,420	1,689	841

Percentage in brackets.

Source: Department of Manpower and Immigration, unpublished data.

Table 7

Employment Visa Issued in 1975 to
Non-Immigrant University Teachers -
by Duration of Employment in Months

	Months							
	1	2	3	4 - 6	7 to 9	9 to 12	TOTAL	PERCENT
Newfoundland	4	5	1	0	4	8	22	(1.2)
Nova Scotia	18	26	2	5	9	26	86	(4.7)
Prince Edward Island ...	1	0	0	0	0	0	1	(0.1)
New Brunswick	13	17	5	3	7	17	62	(3.4)
Quebec	39	40	33	38	51	111	312	(17.1)
Ontario	147	76	58	97	140	282	800	(43.8)
Manitoba	10	5	2	6	8	21	52	(2.8)
Saskatchewan	10	11	1	6	9	11	48	(2.6)
Alberta	21	13	8	10	10	30	92	(5.0)
British Columbia	78	34	30	45	55	111	353	(19.3)
Canada	341	227	140	210	293	617	1,828	
Percent .....(18.7)		(12.4)	(7.6)	(11.5)	(16.0)	(33.8)	(100.0)	

Source: Department of Manpower and Immigration, unpublished data.

About two-thirds of the visa-holders had been in Canada for less than nine months, indicating that the majority cannot have taught full-time for an entire academic year.

The number of employment visas with non-immigrant status has increased substantially, whereas the number of landed immigrants has declined. A possible explanation is that universities prefer short-term appointments over more permanent arrangements. This is suggested by the annual number of temporary replacements, which amounted to 2,189 in 1974-75 for 1,644 teachers on sabbatical and 545 on educational or other leave.

Another possibility is that many foreign students, who formerly would have obtained landed immigrant status, have opted to continue their affiliation with a Canadian university with a temporary employment visa that enables them to remain here.

The teaching and research areas of these working permit-holders in 1975 have been identified. The majority, 1,067 were in the human sciences (including education, humanities and social sciences), compared with 612 in the natural sciences (Table 8). As noted previously, they had been in Canada from 1 to 12 months, with the option of renewal.[8.]

The following section explores the future growth of numbers and replacement pattern of university teachers in greater detail.

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8. As a provincial illustration, Appendix A provides three tables with accompanying commentary on immigrant university teachers to Ontario.

Table 8
Employment Visa Issued in 1975 to Foreign University Teachers by Field of Activity

	No.	Percent
Education	387	21.8
Humanities	300	16.9
Social Sciences	380	21.4
Sub-total Human Sciences	1,067	60.1
Agriculture	33	1.8
Life Sciences	83	4.7
Engineering & Architecture	106	6.0
Mathematics	166	9.3
Physical Sciences	151	8.5
Medical Sciences	73	4.1
Sub-total Natural Sciences	612	34.4
Other	97	5.5
Total	1,776	100.0

Source: Department of Manpower and Immigration, unpublished data.

SECTION II

The Number and Replacement of University Teachers

The Highly Qualified Manpower Survey of 1973, based on the 1971 Census, has provided the first comprehensive overview of university-trained manpower in Canada. According to this survey in 1971 there were 480,035 undergraduate and first professional degree-holders in Canada, 93,720 with a master's degree, and 27,410 Ph.D's (Table 9). Since 1971, Canadian universities have granted an additional 375,000 undergraduate and first professional degrees; and, based on current enrolment figures, between 1976-77 and 1980-81, a further 450,000 graduates can be expected. These totals exclude Canadians who will obtain their degree abroad, particularly at the graduate level, and university-trained immigrants who came to Canada since 1971, as well as the anticipated number who will arrive between 1976 and 1980.

There are likely to be twice as many (about 55,000) Ph.D. holders available by 1980 as were recorded in 1973 by the Highly Qualified Manpower Survey.[9.]

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9. This estimate is based on graduates from Canadian universities (minus foreign students, who leave Canada after graduation), returning Canadians who have obtained their doctorate abroad, and landed immigrants who came or will come to Canada. The projection appears reasonable, because the number of Ph.D's granted by Canadian universities between 1971 and 1975 is known, and estimates of immigrants with an earned doctorate are based on a variety of sources of information. Although at this point the number of Ph.D's who will migrate to Canada between 1976 and 1980 is unknown, the assumption is that this will decline substantially, and therefore it constitutes a small group in the overall projection.

   Because the number of doctoral students at Canadian universities and the number of Canadian graduate students abroad are known, it was possible to estimate with reasonable certainty, how many Ph.D.'s will be produced in the next five years. The time required to complete a Ph.D. (including post-doctoral training in the sciences) is usually around five years. There are now about 13,000 doctoral students in Canada, and 3,000 abroad.

Table 9

Age Distribution of University Graduates by Type of Degree for 1973

Age Group	Undergraduate and First Professional Degree			Master's			Ph.D's			Total
	%	No.	%	%	No.	%	%	No.	%	
(1) Younger than 28	25.1	120,805	(85.9)	20.1	18,865	(13.4)	3.7	1,020	(0.7)	140,690
(2) 29 - 33	18.6	89,465	(77.3)	22.4	20,990	(18.1)	19.4	5,325	(4.6)	115,780
(3) 34 - 43	23.2	111,155	(74.7)	28.6	26,855	(18.1)	39.1	10,715	(7.2)	148,725
(4) 44 - 53	17.3	83,190	(79.3)	16.6	15,520	(14.8)	22.6	6,200	(5.9)	104,910
(5) Older than 54	15.7	75,420	(82.8)	12.3	11,490	(12.6)	15.1	4,150	(4.6)	91,060
Total	100.0	480,035	(79.8)	100.0	93,720	(15.6)	100.0	27,410	(4.6)	601,165

Percentage in brackets by type of degree.
Note: The total excludes undergraduate and graduate certificate and diploma holders from universities.

During this time of an increasing supply of highly qualified manpower, there will be few replacement positions. The availability of such positions depends on three factors: retirement, mortality and mobility of those who occupy them.

One unique characteristic of Canada's highly qualified manpower is a relatively young age structure. Of the undergraduate degree-holders, 85% are younger than 54. The consequences of this age distribution are low retirement and mortality rates (Table 9).

The third factor that can open up replacement positions, mobility, has never been studied systematically and scientifically. There is evidence, however, that movement from universities to other employment sectors is declining, a not surprising phenomenon in a labour market glutted with highly qualified manpower. On the other hand, we know that in recent years fewer than 10% of new university appointments have come from industry and government. Hence, the hypothesis is that net mobility between university and other employment sectors is zero: as many teachers leave universities for employment outside as new teachers are hired from other employment sectors. This promise seems reasonable until more detailed information is available. At any rate, the number of teaching positions created due to mobility is small in relation to the number produced by retirement and mortality.

Table 10

Age Structure of Full-time
University Teachers in 1975

Age groups	Number*	Percent
26 - 35	6,273	21.3
36 - 45	12,556	42.7
46 - 55	7,355	25.0
56 - 65	3,209	10.9
Total	29,393	100.0

* Excludes those university teachers who were older than 65 years, those who retired in 1975 and 1976, and those who did not report their age.

The retirement rate could be influenced by the possibility of early retirement. The premise of the analysis is that most university teachers will be retiring at 65. The number who decide to retire earlier will probably be offset by those who continue teaching on a full- or part-time contract basis after 65. Several years ago, early retirement was thought to be a probable means of producing replacement positions. However, pension considerations in conjunction with inflationary pressures, and the psychological impact of early retirement seem to preclude that this will create many employment opportunities for new university teachers.

Another factor, which needs to be considered, is the growth potential of Canadian universities over the next ten years. In the past, university staff grew with full- and part-time enrolment, and the rapid development of graduate education in relation to under-graduate. As a crude measure, this growth can be illustrated by the student-teacher ratio. The remarkable fact is that the ratio of full-time equivalent students to full-time equivalent university teachers declined from 15.6:1 in 1962-63, to a low of 10.7:1 in 1972-73, but since then it has been increasing (Table 11). Much of this reduction in the student-teacher ratio during the sixties and early seventies was caused by the shift to graduate and professional programs.

Comparable data for the United States show an appreciably higher student-teacher ratio than in Canada.

Table 11

Student-Teacher Ratio at Canadian Universities, 1962-63 to 1974-75

	Full-time Equivalent Enrolment	Full-time Equivalent University Teachers	Student-Teacher Ratio
1962-63	155,781	9,983	15.6
1963-64	176,935	11,406	15.5
1964-65	198,849	13,256	15.0
1965-66	228,585	15,106	15.1
1966-67	258,600	17,992	14.4
1967-68	286,107	20,878	13.7
1968-69	299,732	23,580	12.7
1969-70	334,815	27,299	12.3
1970-71	361,661	30,755	11.8
1971-72	374,823	33,654	11.1
1972-73	372,673	34,669	10.7
1973-74	385,844	35,512	10.9
1974-75	403,589	37,428	10.8

Note: The Student-Teacher ratio includes part-time teachers converted to full-time equivalent by a ratio of three to one. The number of part-time teachers has been estimated. Full-time equivalent enrolment data for undergraduate and graduate students have been derived by using a three to one ratio for part-time students.

There are no statistics about the number of part-time teachers in Canada, or how many courses they teach. With the expansion of graduate education, the number of graduate assistants and post-doctorals who teach undergraduates has been increasing. This lowers the student-teacher ratio, but the extent is uncertain. Consequently, it is necessary to rely on estimates which might seem reasonable to the author but not to others.

Financial constraints imposed by the provinces, and the absolute decline in full-time equivalent university enrolment expected by the early eighties (assuming no major shift in the enrolment rate of the 18-24 age group) force universities to stabilize the number of full-time teachers even though enrolment might rise for the next few years.

There is also a likelihood that universities will substitute part-time teachers and term appointments for full-time faculty. From an economic viewpoint this is advantageous, because a part-time teacher is paid, on the average, $3,000 to $4,000 a course, or $9,000 to $12,000 for three courses. A full-time teacher with a weekly teaching load of 7-9 hours (the equivalent of two or three full courses) costs, on the average, more than $20,000.

In recent years the number of full-time teachers classified in the "other" category, compared with the regular classification of professor, associate professor, assistant professor, lecturer and instructor, has

increased for new appointments from 3% to 20% in 1975-76, indicating the creation of a new employment category. The anticipated absolute decline in enrolment makes employment of part-time faculty and term appointments attractive alternatives.

This speculative discussion is necessary to project the growth and replacement positions available at Canadian universities in the next ten to fifteen years. The premise is that Canadian universities are approaching a "no-growth" situation, primarily due to the financial restraints caused by the existing fiscal climate and the future enrolment outlook. This does not preclude the possibility of continued expansion in some disciplines while others decline. Similarly, some universities might continue to grow, whereas others could gradually decrease their number of full-time faculty. As stated before, this report is based on the premise that a substantial increase in the number of full-time teachers is unlikely.

The retirement and mortality rates for full-time university teachers have been calculated for the 15-year period from 1976 to 1991 (Table 12). The annual retirement rate is projected to gradually increase from 0.5% in 1976 to 2.4% in 1991. Consequently, the replacement rate (retirement rate plus mortality rate) will increase from 1.0% in 1976 to 3.0%.

In absolute numbers, there were about 140 retirements in 1976 and about 150 openings on account of mortality: 290 replacement positions. The number

will increase slowly over the next 15 years, from 308 in 1977 to 884 in 1991.

Two observations about this trend are pertinent. In the short- and intermediate-term future, the supply of and demand for university teachers are in disequilibrium. But from the early nineties on, the number of replacement positions will exceed the supply, and at the same time, demographic factors are likely to expand university enrolment.

The situation during the sixties when enrolment rose rapidly and Canadian universities had to rely on foreign professors might recur.

The Economic Council of Canada expressed concern about the growth of Canadian graduate education in 1970, and predicted a substantial surplus of Ph.D's by the mid-seventies, a prediction which unfortunately has come true. The important point is that planning for the 1990's is now possible, but this presupposes that it be undertaken soon. The lead-time for doctoral studies is at least 10 years.

A complicating factor is that students react to present circumstances. The psychological impact of limited opportunities at Canadian universities has

Table 12

Projected Replacement Positions Available for Full-time University Teachers, 1976 to 1991

Year	Retirement (No)	Retirement Rate (percent)	Mortality (No.)	Mortality Rate (percent)	Total Replacements (No.)	Replacement Rate (percent)
1976	141	0.5	148	0.5	289	1.0
1977	161	0.5	148	0.5	308	1.0
1978	242	0.8	148	0.5	390	1.3
1979	274	0.9	148	0.5	422	1.4
1980	270	0.9	148	0.5	418	1.4
1981	271	0.9	148	0.5	419	1.4
1982	311	1.0	148	0.5	459	1.5
1983	323	1.1	148	0.5	471	1.6
1984	378	1.3	148	0.5	526	1.8
1985	467	1.6	148	0.5	615	2.1
1986	512	1.7	178	0.6	690	2.3
1987	508	1.7	178	0.6	686	2.3
1988	548	1.8	178	0.6	726	2.4
1989	630	2.1	178	0.6	808	2.7
1990	650	2.2	178	0.6	828	2.8
1991	706	2.4	178	0.6	884	3.0

Note: Based on the year of birth of 29,664 full-time teachers, but excluding 212 who were older than 65, 75 whose age was unknown, and 130 who retired in 1975.

already reduced the number of new doctoral students, particularly in the sciences and this trend is likely to continue for a number of years.

By the early nineties, about 1,500 university teachers will be needed annually for growth and replacement. Since the age structure of Ph.D. graduates in industry and government is similar, replacement demand will also be substantial in these two employment sectors, not to mention growth and quality improvement considerations.

About 80% of all new appointments in the past few years have gone to Canadian citizens and landed immigrants of long standing (most of them with Canadian graduate training), and another 5% to visiting scholars and foreign teachers who will return after their assignment to their country of origin. The remaining 15% must be analyzed to determine if qualified Canadians were available. In many instances, for reasons already explained, this is unlikely - only half of the 15% can be regarded as appointments that should be submitted to greater scrutiny. Assuming on the average, no more than 500 new full-time university appointments each year (which might be optimistic), the 15% amounts to 75 positions. At the provincial level, this means 10 positions in the four Atlantic provinces, and 30 - 40 in Ontario.

There is need for better understanding of supply conditions, by discipline and sub-discipline. As already discussed, it is probably not economically feasible or socially desirable for Canadian universities to become completely self-sufficient in production of highly qualified manpower in all disciplines and sub-disciplines. However, this does not preclude greater emphasis on improving and adjusting the supply of Ph.D.s.[10]

The following section deals in greater detail with the origin and qualifications of full-time teachers at Canadian universities.

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10. A recent study by he Science Council of Canada, Mathematical Science in Canada, shows that Canadian universities are producing a large number of Ph.D.'s in "pure" mathematics, but few in mathematics of a more applied nature such as statistics and computer science, although demand for the latter still exceeds supply.

SECTION III

The Citizenship of University Teachers

Canadian universities underwent unparalleled expansion during the sixties and early seventies. The number of full-time university teachers rose from 6,500 in 1960-61 to almost 30,000 by 1974-75 (Table 13). Between 1963-64 and 1971-72, net growth of positions was, on the average, more than 2,000 each year. Growth was particularly rapid in the human sciences. Under such circumstances, it is perhaps surprising that the majority of appointments actually went to Canadian citizens. In contrast, since 1972-73, the annual net increase in positions has been only about 600. [11.]

Between 1974-75 and 1975-76, about 500 new positions were created (Table 14), of which 73.0% were in the human sciences, particularly the social sciences and education. (Part of the increase in education is attributable to the transfer of teachers' colleges to universities.) The number of teachers in the humanities, the agricultural and biological sciences, and engineering increased by a total of only 75 positions. This seems to indicate that most teaching fields, with the possible exception of the social

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11. In 1974-75, the net increase was 1,171 but for the first time, 623 teachers from Ryerson Polytechnical Institute were included. There is also a possibility that some of the smaller institutions reported in one year, but not necessarily on a regular basis. Consequently, comparisons between years are subject to variation.

Table 13

Full-Time University Teachers by Field of Study, 1956-57 to 1974-75

	Social Sciences	Increase over previous year	Humanities	Increase over previous year	Sub-total human sciences	Increase over previous year	Life Sciences	Increase over previous year	Physical and Applied Sciences	Increase over previous year	Sub-total Natural Sciences	Increase over previous year	Grand Total	Increase over previous year
1956-1957	931		1,181		2,112		1,370		1,491		2,861		4,973	
		97		99		196		- 95		71		- 21		175
1957-1958*	1,028		1,280		2,308		1,275		1,565		2,840		5,148	
		98		100		198		- 94		77		- 21		177
1958-1959	1,126		1,380		2,506		1,181		1,638		2,819		5,325	
		150		144		294		67		202		259		563
1959-1960*	1,276		1,524		2,800		1,248		1,840		3,088		5,888	
		151		145		296		69		201		270		566
1960-1961	1,427		1,669		3,096		1,317		2,041		3,358		6,454	
		203		209		412		115		191		306		713
1961-1962*	1,630		1,878		3,508		1,432		2,232		3,664		7,172	
		204		209		413		114		191		305		712
1962-1963	1,834		2,087		3,921		1,546		2,423		3,969		7,890	
		376		397		773		194		298		492		1,265
1963-1964	2,210		2,484		4,694		1,740		2,691		4,431		9,125	
		461		461		922		220		256		476		1,398
1964-1965*	2,671		2,945		5,616		1,960		3,027		4,987		10,603	
		462		461		923		223		336		559		1,482
1965-1966	3,133		3,406		6,539		2,183		3,363		5,546		12,085	
		771		588		1,359		468		480		948		2,307
1966-1967*	3,904		3,994		7,898		2,651		3,843		6,494		14,392	
		772		589		1,361		470		480		950		2,311
1967-1968	4,676		4,583		9,259		3,121		4,323		7,444		16,703	
		748		490		1,238		475		448		923		2,161
1968-1969	5,424		5,073		10,497		3,595		4,771		8,367		18,864	
		1,006		777		1,783		491		701		1,192		2,975
1969-1970	6,430		5,850		12,280		4,087		5,572		9,559		21,839	
		1,098		776		1,874		702		189		891		2,765
1970-1971	7,528		6,626		14,154		4,789		5,661		10,450		24,604	
		1,070		346		1,416		455		488		943		2,359
1971-1972	8,598		6,972		15,570		5,244		6,149		11,393		26,963	
		248		166		414		249		244		493		907
1972-1973	8,846		7,138		15,984		5,493		6,593		11,806		27,870	
		411		- 90		321		341		7		348		669
1973-1974	9,257		7,048		16,305		5,834		6,400		12,234		28,539	
		606		120		726		208		237		445		1,171
1974-1975**	9,863		7,168		17,031		6,042		6,637		12,679		29,710	

* Estimated.

** Includes for the first time Ryerson Polytechnical Institute with 623 faculty members, accounting for over 50% of the increase.

Source: Statistics Canada, unpublished data.

Table 14

Full-time University Teachers
by Field, 1974-75 and 1975-76

Teaching Field	1975-76*	74-75	Difference
Education	3,158	2,999	159
Fine & Applied Arts	1,201	1,152	49
Humanities	5,717	5,751	34
Social Sciences	7,285	7,145	140
Agricultural & Biological Sciences	2,256	2,246	10
Engineering & Applied Sciences	2,273	2,304	31
Health Professions & Occupations	4,132	4,030	102
Mathematics & Physical Sciences	4,193	4,132	61
Not Reported	199	200**	
Total	30,414	29,959	456

*For Quebec universities, 1975-76 data were not available, consequently 1974-75 information was substituted.

** Estimated; 545 teachers whose field was unknown were distributed proportionately among the 8 fields.

and medical sciences, have reached a state of no-growth. Under conditions of limited employment opportunities in the university sector, the question of whether Canadian citizens have been given a fair chance has arisen, and is likely to become more contentious in the future.

Frequently, the only distinction drawn is between Canadian and non-Canadian citizens. From a legal point of view, this classification is correct, but simplistic. As discussed in Appendix B, the non-Canadian category must be subdivided.

It is more realistic to consider landed immigrants, who have been in Canada for a number of years, many of them with Canadian graduate training, as part of the Canadian citizenship category.

Table 15 shows the citizenship of new appointments, by discipline, for Ontario universities between 1973-74 and 1975-76. [12.] Over the three-year period, 63.1% of new appointments were Canadian citizens, and 36.9% were non-Canadians, which includes landed immigrants of long standing, those who obtained immigration status in conjunction with their appointment, employment visa-holders, and those with a ministerial permit. As explained in Appendix B,

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12. For earlier years, the citizenship of a large number of new appointments was not reported and consequently, no meaningful comparison is possible.

Table 15

New Appointments at Ontario Universities by Citizenship Status and by Discipline for three years (1973-74 to 1975-76)

	Canadian Citizen No.	Canadian Citizen %	Non Canadian No.	Non Canadian %	Total
Physical Education	56	67.5	27	32.5	83
Other Education	131	78.0	37	22.0	168
Drama, Theatre	10	43.5	13	56.5	23
Music	20	50.0	20	50.0	40
Other Fine and Applied Arts	40	59.7	27	40.3	67
Classics	6	54.5	5	45.5	11
English	37	69.8	16	30.2	53
French	24	72.7	9	27.3	33
Spanish	1	12.5	7	87.5	8
German	9	75.0	3	25.0	12
Other Modern Languages	17	53.1	15	46.9	32
History	41	83.7	8	16.3	49
Library & Records Science	7	46.7	8	53.3	15
Mass Media Studies	19	67.8	9	32.1	28
Philosophy	21	61.8	13	38.2	34
Religious Studies	23	76.7	7	23.3	30
Archaeology & Anthropology	15	45.5	18	54.5	33
Commerce & Business Administration	107	66.5	54	33.5	161
Economics	61	55.5	49	44.5	110
Geography	32	51.6	30	48.4	62
Law	56	65.1	30	34.9	86
Political Science	50	82.0	11	18.0	61
Psychology	62	59.0	43	41.0	105
Social Work	43	78.2	12	21.8	55
Sociology	60	65.9	31	34.1	91
Agriculture	5	50.0	5	50.0	10
Biochemistry	6	66.7	3	33.3	9
Biology	32	64.0	18	36.0	50
Botany	2	28.6	5	71.4	7
Household Science	17	65.4	9	34.6	26
Veterinary	8	53.3	7	46.7	15
Zoology	24	82.8	5	17.2	29
Architecture	4	44.4	5	55.6	9
Chemical Engineering	3	50.0	3	50.0	6
Civil Engineering	5	50.0	5	50.0	10
Electrical Engineering	5	33.3	10	66.7	15
Mechanical Engineering	1	14.3	6	85.7	7
Other Engineering	28	73.7	10	26.3	38
Forestry	8	53.3	7	46.7	15
Dentistry	5	83.3	1	16.7	6
Medicine	182	67.4	88	32.6	270
Nursing	100	85.5	17	14.5	117
Pharmacy	1	25.0	3	75.0	4
Chemistry	15	62.5	9	37.5	24
Geology and related	16	61.5	10	38.5	26
Mathematics	53	51.5	50	48.5	103
Physics	19	85.5	10	34.5	29
Sub Total	1,488	65.4	788	34.6	2,276
Other Disciplines	191	49.7	193	50.3	384
Total	1,679	63.1	981	36.9	2,660

Note: For the 3 year period, the citizenship remained unknown for 54 university teachers in 1973-74, 59 in 1974-75, and 39 in 1975-76.

the questionable group consists of those who obtained immigration status on account of their appointment; the employment visa category should also be reviewed, but according to different criteria.[13.]

The proportion of Canadian citizens among the new appointments in Ontario universities varied considerably by discipline. In education, 78.0% were Canadians, compared with 45.5% in archaeology and anthropology, and 14.3% in mechanical engineering. The critical question is how many non-Canadians obtained landed immigrant status in conjunction with their appointment. Because the numbers involved are frequently small, percentages can be deceptively large.

Table 16 gives the legal residence status of university teachers in 1974-75. The status of a large group, 5,680, is unknown, and the landed immigrant category has not been divided into those of long standing and those who became landed immigrants upon appointment. According to the categories in Table 16, 76.5% were Canadian citizens, 22.0% were landed immigrants, and 1.5% held an employment visa. The breakdown by discipline

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13. Technically, it would have been possible to identify the country and legal residence status of new appointments in Ontario universities and by inference obtain a much more refined distribution, but the focus of this report is national rather than provincial.

shows considerable variation. If the unreported category is added to the landed immigrant group, the proportion of Canadian citizens declines to 67%.[14]

Table 17 groups all new appointments in 1973-74 and 1974-75 by field for those teachers who were residents of Canada immediately before being appointed. Overall, 16.8% of new appointments were landed immigrants who had been residents of Canada prior to their appointment, although the percentage varied by discipline from 10.5% in education to 27.8% in mathematics and the physical sciences.[15]

In a discussion of cultural identity, the country of birth of university teachers is significant, as is the country where the Ph.D. was awarded. Unfortunately, the country of birth of university teachers is unknown. However, the country of first degree, which for more than 95% of them is identical with the country of birth, is available.[16] Of the full-time university teachers in 1974-75, 57.8% had obtained their first degree in Canada (Table 18). This group does not necessarily include only Canadian-born

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14. This shows the ambiguity of statistical information when non-reporting categories are sizable.

15. In this table, Canadians who were abroad prior to their appointment have been excluded, together with foreign teachers appointed from abroad.

16. A number of groups counter-balance each other. For example, the number of Canadians who obtained their first degree abroad can be assumed to be off-set by foreign-born teachers who obtained their first degree in Canada. In both instances, numbers are small.

Table 16

Legal Residence Status of Full-time University Teachers, 1974-75

Disciplines	Canadian No.	Canadian %	Landed Immigrant No.	Landed Immigrant %	Employment Visa and Others No.	Employment Visa and Others %	Sub-Total	Not Reported	Total
Physical Education	460	83.2	83	15.0	10	1.8	553	108	661
Other Education	1,587	84.4	278	14.8	15	0.8	1,880	403	2,283
Drama, Theatre	83	71.6	31	26.7	2	1.7	116	58	174
Music	244	69.3	100	28.4	8	2.3	352	81	433
Other Fine and Applied Arts	294	70.3	114	27.3	10	2.4	418	106	524
Classics	127	64.5	70	35.5	0	0.0	197	56	253
English	749	70.6	304	28.6	8	0.8	1,061	272	1,333
French	480	73.5	168	25.7	5	0.8	653	104	757
Spanish	61	55.5	47	42.7	2	1.8	110	41	151
German	99	62.6	57	36.1	2	1.3	158	37	195
Other Modern Languages	228	72.2	87	27.5	1	0.3	316	96	412
History	632	75.6	191	22.8	13	1.6	836	165	1,001
Library & Records Science	60	77.9	17	22.1	0	0.0	77	21	98
Mass Media Studies	80	86.0	12	12.9	1	1.1	93	11	104
Philosophy	382	68.1	169	30.1	10	1.8	561	109	670
Religious Studies	445	81.0	97	17.7	7	1.3	549	49	598
Archaeology & Anthropology	135	58.2	89	38.4	8	3.4	232	96	328
Commerce & Business Administration	782	82.1	140	14.7	31	3.2	953	218	1,171
Economics	545	73.7	180	24.4	14	1.9	739	155	894
Geography	317	66.3	152	31.8	9	1.9	478	126	604
Law	364	82.2	69	15.6	10	2.2	443	67	510
Political Science	405	75.7	123	23.0	7	1.3	535	123	658
Psychology	684	67.6	317	31.4	10	1.0	1,011	201	1,212
Social Work	250	88.3	31	11.0	2	0.7	283	42	325
Sociology	442	66.7	205	30.9	16	2.4	663	169	832
Agriculture	247	85.2	42	14.5	1	0.3	290	69	359
Biochemistry	80	81.6	16	16.3	2	2.0	98	26	124
Biology	441	77.2	118	20.7	12	2.1	571	118	689
Botany	89	69.5	37	28.9	2	1.6	128	43	171
Household Science	152	86.4	23	13.1	1	0.6	176	45	221
Veterinary	142	73.2	44	22.7	8	4.1	194	7	201
Zoology	147	75.8	45	23.2	2	1.0	194	75	269
Architecture	112	74.7	33	22.0	5	3.3	150	49	199
Chemical Engineering	144	79.1	37	20.3	1	0.5	182	45	227
Civil Engineering	241	83.7	45	15.6	2	0.7	288	60	348

Table 16 (con't)

Legal Residence Status of Full-time University Teachers, 1974-75

Disciplines	Canadian No.	Canadian %	Landed Immigrant No.	Landed Immigrant %	Employment Visa and Others No.	Employment Visa and Others %	Sub-Total	Not Reported	Total
Electrical Engineering	251	78.4	61	19.1	8	2.5	320	75	395
Mechanical Engineering	227	82.2	44	15.9	5	1.8	276	57	333
Other Engineering	376	84.3	68	15.2	2	0.4	446	112	558
Forestry	52	81.2	12	18.8	0	0.0	64	29	93
Dentistry	186	83.4	37	16.6	0	0.0	223	55	278
Medicine	1,753	80.2	402	18.4	30	1.4	2,185	385	2,570
Nursing	397	92.8	31	7.2	0	0.0	428	101	529
Pharmacy	86	81.1	19	17.9	1	0.9	106	33	139
Chemistry	543	77.1	157	22.3	4	0.6	704	173	877
Geology and related	252	77.1	75	22.9	0	0.0	327	79	404
Mathematics	956	70.0	391	28.6	19	1.4	1,366	312	1,678
Physics	611	80.6	141	18.6	6	0.8	758	185	943
Sub Total	17,420	76.6	5,009	22.0	312	1.4	22,741	5,047	27,788
Other Disciplines	1,157	75.2	336	21.8	45	2.9	1,538	633	2,171
Total	18,577	76.5	5,345	22.0	357	1.5	24,279	5,680	29,959

Table 17

New Appointments by Legal Residence Status of University Teachers who were Residents of Canada for two years Prior to their Appointment (1973-74 and 1974-75)

	Canadian Citizen		Landed Immigrant		Employment Visa and Other		Total*	Percent
Education	382	(89.0)	45	(10.5)	2	(0.5)	429	16.9
Fine and Applied Arts ...	91	(79.1)	23	(20.0)	1	(0.9)	115	4.5
Humanities	266	(83.4)	53	(16.6)	0	(0.0)	319	12.6
Social Sciences	616	(82.7)	116	(15.6)	13	(1.7)	745	29.4
Agricultural and Biological Sciences	119	(76.8)	34	(21.9)	2	(1.3)	155	6.1
Engineering and Applied Sciences	91	(80.5)	19	(16.8)	3	(2.7)	113	4.4
Medical Sciences	367	(81.9)	77	(17.2)	4	(0.9)	448	17.7
Mathematics and Physical Science	147	(69.3)	59	(27.8)	6	(2.9)	212	8.4
Total	2,079	(82.0)	426	(16.8)	31	(1.2)	2,536	100.0

*The legal residence status was unknown for 397 teachers who were residents of Canada in 1973-74 and 1974-75.

Table 18

Country of First Degree of Full-time University Teachers by Field, 1974-75

	Canada	United States	United Kingdom	Other Countries	Total	Not Reported
Education	2,029 (71.3)	472 (16.6)	150 (5.3)	195 (6.8)	2,846	168
Fine and Applied Arts	422 (44.3)	347 (36.4)	93 (9.8)	90 (9.5)	952	204
Humanities	2,908 (52.7)	1,177 (21.3)	651 (11.8)	786 (14.2)	5,522	231
Social Sciences	3,778 (54.7)	1,660 (24.0)	524 (7.6)	941 (13.6)	6,903	257
Agricultural and Biological Sciences .	1,307 (62.0)	307 (14.6)	227 (10.8)	267 (12.7)	2,108	117
Applied Sciences (Engineering & Architecture	1,273 (59.0)	151 (7.0)	289 (13.4)	444 (20.6)	2,157	118
Medical Sciences	2,461 (66.4)	274 (7.4)	438 (11.8)	535 (14.4)	3,708	279
Mathematics & Physical Sciences	2,072 (52.9)	481 (12.3)	559 (14.3)	804 (20.5)	3,916	219
Total	16,250 (57.8)	4,869 (17.3)	2,931 (10.4)	4,062 (14.4)	28,112	1,593

Note: Excluded are 254 teachers who are mostly university administrators.

Canadians, but also landed immigrants who came to Canada when they were of school age, probably with their parents, and who, by citizenship and cultural affinity, are now Canadians. The second largest group (17.3%) hold a first degree from the United States, 10.4% from the United Kingdom, and 14.4% from other countries.

These percentages vary considerably by field. Education (71.3%) and the medical sciences (66.4%) had the largest percentages of teachers who received their first degree in Canada. More than one-third of the teachers of fine and applied arts, and almost one-quarter in the social sciences had obtained their first degree in the United States, but in the applied sciences this percentage was 7.0%. In engineering, 34.0% had obtained their first degree in the United Kingdom and other countries. In mathematics and physical sciences, 12.3% obtained their first degree in the United States, 34.8% in the United Kingdom and other countries.

In 1974-75, 67.3% of the teachers were Canadian citizens, out of which only 57.8% had acquired their first degree in Canada. The discrepancy may be due to the sizable number appointed from abroad during the sixties who have become Canadian citizens. Expressed in absolute numbers, there were approximately 12,500 foreign-born teachers in 1974-75, compared with more than 17,000 who had acquired their first degree in Canada.

At the doctoral level, fewer than one-third (31.5%) held a Ph.D. from a Canadian university (Table 19). The largest group (38.5%) possessed an American degree, 13.2% had received Ph.D's in the United Kingdom, and the balance (16.1%) in other countries. Variations by field are significant, probably even more so on a discipline basis. For example, only 12.1% with a Ph.D. in fine and applied arts were graduates of Canadian universities, compared with 58.4% from American institutions. In the social sciences, the percentages were 22.0% and 52.7% respectively; in mathematics and physical sciences, more than one-third (35.3%) of the Ph.D's had been granted in the United Kingdom and other countries.

Expressed in absolute numbers, about 11,500 had obtained doctorates in other countries, compared with 5,500 in Canada. This reveals the dependence of Canadian universities on foreign graduate education, for both foreign teachers and Canadians who obtained their terminal degree abroad.

While Canadian universities are indebted to other countries, there is a question of the extent to which Canada's cultural identity has been shaped by foreign cultures. It is necessary to review the options Canadian universities have in maximizing teaching opportunities for Canadian citizens and landed immigrants of long standing, and at the same time retaining the international flavor of university education. The next section explores alternatives available in dealing with new appointments at Canadian universities.

Table 19

Country in which the Ph.D Degree was Obtained for Full-Time University Teachers, 1974-75

Field	Canada	United States	United Kingdom	Other Countries	Not Reported	Total	Percent
Administration	10 (25.6)	19 (48.7)	8 (20.5)	2 (5.1)	0 (0.0)	39	0.2
Education	380 (29.8)	696 (54.6)	53 (4.2)	134 (10.5)	11 (0.9)	1,274	7.5
Fine and Applied Arts	26 (12.1)	125 (58.4)	25 (11.7)	34 (15.9)	4 (1.9)	214	1.3
Humanities	953 (26.5)	1,304 (36.3)	518 (14.4)	805 (22.4)	14 (0.4)	3,594	21.0
Social Sciences	890 (22.0)	2,127 (52.7)	381 (9.4)	612 (15.2)	27 (0.7)	4,037	23.6
Agriculture and Biological Sciences	613 (35.8)	666 (35.9)	211 (12.3)	212 (12.4)	8 (0.5)	1,710	10.0
Applied Science (Engineering and Architecture)	470 (35.2)	380 (28.4)	276 (20.6)	189 (14.1)	22 (1.6)	1,337	7.8
Medical Sciences	814 (54.6)	293 (19.7)	189 (12.7)	166 (11.1)	28 (1.9)	1,490	8.7
Mathematics and Physical Sciences	1,229 (36.2)	965 (28.4)	593 (17.5)	605 (17.8)	6 (0.2)	3,398	19.9
Total	5,385 (31.5)	6,575 (38.5)	2,254 (13.2)	2,759 (16.1)	120 (0.7)	17,093	100.0

SECTION IV

Concluding Observations

Appointment of foreign teachers at Canadian universities will continue to be a contentious issue. As discussed in detail in previous chapters and in Appendix B, the non-Canadian component includes three distinct sub-groups: 1) landed immigrants who have been in Canada for a number of years, most of whom did graduate work here; 2) landed immigrants who obtained this status in conjunction with their appointment; and 3) non-immigrant foreign teachers with an employment visa or ministerial permit. Since the time period to obtain Canadian citizenship is now threeyears, many in the first category are probably in the process of qualifying. The third category, those with employment visas, should be treated separately, as in many instances, they temporarily replace permanent Canadian faculty on sabbatical or educational leave. It has been estimated that each academic year, 2,000 to 3,000 teachers take sabbatical or educational leave, some for only one semester. Temporary replacements give universities the flexibility of hiring new teachers on a term basis. [17]

In the past, the Department of Manpower and Immigration has issued employment visas to foreign teachers who submitted contractual arrangements

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17. There is, of course, the option of not replacing teachers on leave. In most instances, the university is required to pay them at least 50% of their annual salary, so hiring a replacement is an additional financial burden.

with a Canadian university. The Department is now requiring proof from the university that no qualified Canadian or landed immigrant of long standing is available, i.e., that the position has been properly advertised and selection was based on a thorough investigation of the labour market.

It is important to remain flexible and gain experience. This will probably require that the Department of Manpower and Immigration further develop its expertise in monitoring the supply of and demand for university teachers. It is now almost impossible to know if a qualified Canadian or landed immigrant is available for a university position. It may be necessary to create a clearinghouse for this type of information. Such a clearinghouse could serve an important function by distributing information about demand and supply conditions. Universities are moving to a no-growth state in which the number of available positions will largely be determined by retirement and mortality rates. For the next few years, about 300 - 400 permanent replacement positions will open up annually. Since in the past four years close to 80% have gone to Canadian citizens and landed immigrants of long standing, this could mean that only about 100 appointments would be subject to review, including those with employment visas.

Alternatives available to deal with permanent appointments of foreign faculty are a sensitive issue. Any proposed change would likely affect the autonomy of the universities, so such a decision should be made with extreme care. Moreover, since discrimination by nationality might also be

involved, it would be desirable to have any formal or informal ruling tested by the Human Rights Commissions of the provinces.

Four years ago, the Association of Universities and Colleges of Canada commissioned a report on Canadian Studies. The first two volumes "To Know Ourselves" were published in 1976. This report did not directly address the question of foreign faculty at Canadian universities. However, this subject is dealt within the core of the third volume, which is likely to appear in 1977. During the last four years the Commission has investigated the subject thoroughly. Before any permanent changes in the conditions at the federal or provincial levels are considered, the recommendations of the forthcoming Symons Report should be reviewed.

APPENDIX A:

IMMIGRATION OF UNIVERSITY TEACHERS TO ONTARIO IN 1975

For the province of Ontario, the Department of Manpower and Immigration has provided more detailed information on those landed immigrants who came to that province during the calendar year of 1975.

In 1975, 262 university teachers were admitted as landed immigrants to Ontario out of which 102 or 38.9% had pre-arranged employment (Table A-1). The information is also provided by place of destination and 95 from the 262 went to Toronto. If you group the information by country of origin, 48.8% came from the United States and 19.8% from the United Kingdom and the balance from a wide variety of other countries (Table A-2). It is interesting to observe that there is a greater likelihood for teachers from the United States and the United Kingdom to have pre-arranged employment than those from other countries. Another variable to be considered is the discipline of these landed immigrants. The majority were in the human sciences and the balance was distributed rather evenly among the various fields of the natural sciences (Table A-3). Among the university teachers in the natural sciences there is a higher percentage with pre-arranged employment than in the human sciences.

Table A-1

University Teachers Landed by Destination in Ontario, 1975

Place	Prearranged Employment	Without Prearranged Employment	Total	Percent
	%	%		
Guelph	8 (42.1)	11 (57.9)	19	7.3
Hamilton	5 (35.7)	9 (64.3)	14	5.3
Kingston	5 (45.5)	6 (54.4)	11	4.2
Kitchener	2 (40.0)	3 (60.0)	5	1.9
London	14 (56.0)	11 (44.0)	25	9.5
Niagara Falls	- (0.0)	1 (100.0)	1	0.4
Ottawa	15 (36.6)	26 (63.4)	41	15.6
Peterborough	- (0.0)	3 (100.0)	3	1.1
St. Catharines	4 (44.4)	5 (55.6)	9	3.4
Sudbury	2 (50.0)	2 (50.0)	4	1.5
Thunder Bay	2 (100.0)	- (0.0)	2	0.8
Toronto	31 (32.6)	64 (67.4)	95	36.3
Windsor	1 (14.3)	6 (85.7)	7	2.7
Other Ontario	13 (50.0)	13 (50.0)	26	9.9
TOTAL	102 (38.9)	160 (61.1)	262	100.0

Source: Department of Manpower and Immigration, unpublished data.

Table A-2

Country of Citizenship by Employment Status of Landed Immigrants with the Intention of University Teaching Destined for Ontario in 1975

	Pre-arranged Employment	Without Pre-arranged Employment	Total
United States	52 (50.5) (40.6)	76 (47.8) (59.4)	128 (48.8) 100.0
United Kingdom	29 (28.2) (55.8)	23 (14.5) (44.2)	52 (19.8) 100.0
India	5 (4.9) (27.8)	13 (8.2) (72.2)	18 (6.9) 100.0
France	2 (1.9) (28.6)	5 (3.1) (71.4)	7 (2.7) 100.0
Germany	2 (1.9) (28.6)	5 (3.1) (71.4)	7 (2.7) 100.0
Other Countries	13 (12.6) (26.0)	37 (23.3) (74.0)	50 (19.1) 100.0
Total	103 (100.0) (39.3)	159 (100.0) (60.7)	262 (100.0) 100.0

Source: Department of Manpower and Immigration, unpublished data.

Table A-3

University Teachers Landed with and without Prearranged Employment by Discipline - Ontario 1975

	Prearranged Employment	No Prearranged Employment	Total	Percent
	%	%		
Department Chairman, College or University	1 (33.3)	2 (67.7)	3	1.1
Agriculture	1 (33.3)	2 (67.7)	3	1.1
Education	12 (36.4)	21 (63.6)	33	12.5
Engineering and Architecture	11 (52.4)	10 (47.6)	21	8.0
Humanities	13 (28.9)	32 (71.1)	45	17.1
Law	5 (71.4)	2 (28.6)	7	2.7
Life Sciences	8 (33.3)	16 (66.7)	24	9.1
Mathematics	5 (35.7)	9 (54.3)	14	5.3
Medical Sciences	11 (50.0)	11 (50.0)	22	8.4
Physical Sciences	7 (41.2)	10 (58.8)	17	6.5
Social Sciences	26 (38.2)	42 (61.8)	68	25.9
Others	3 (50.0)	3 (50.0)	6	2.3
TOTAL	103 (39.2)	160 (60.8)	263	100.0

Note: For the first quarter of 1976, 19 university teachers became landed immigrants (9 with pre-arranged employment).
Source: Department of Manpower & Immigration: Unpublished Data.

APPENDIX B:

NOTES ON PREVIOUS EMPLOYMENT OF UNIVERSITY TEACHERS

(This Appendix has appeared In Part II of Profile of University Teachers in the Mid-Seventies.)

As previously indicated the proportion of new appointees with Canadian citizenship were in the neighbourhood of 63 per cent for the three-year period between 1972-73 and 1974-75. This meant that more than one-third of newly hired university teachers were non-Canadians, but this category includes all landed immigrants, visiting scholars with a work permit and those faculty members which have been admitted to Canada with a ministerial permit, which are very few in numbers. The difficulty with this definition has been that the category of "landed immigrants" actually encompasses 2 distinct groups: one group consists of those landed immigrants who had been admitted to Canada a number of years ago and in many instances completed Canadian graduate training. This group has to be considered as part of the Canadian citizenship category. In contrast, the second immigrant group is made up by persons who have obtained their immigration status on account of an employment offer from a Canadian university. These appointees should be considered the only debatable sub-group although as landed immigrants they have achieved almost identical rights to Canadian citizens. The non-immigrant foreign university teachers at Canadian universities include many who have accepted a specific position for a limited time duration and most of them probably will return to their country of origin. Consequently, this category should not be considered as part of the foreign university professors.

These observations are a necessary pre-condition for an understanding of the appendix tables which have been prepared to identify the residence status (Canadian citizen, landed immigrant, foreign faculty with work or ministerial permit) by country of employment preceding the appointment in Canada.

This analysis will deal first with the total number of new appointments by geographic origin and residence status and secondly, the same analysis will concentrate on only those new appointees who were either university teachers preceding their appointment in Canada or else were graduate students. Those two groups constitute close to three-quarter of all new appointments at Canadian universities during the three-year period. The balance was previously employed in goverment, industry and other employment sectors.(5)

Table B-1 shows that close to two-thirds of the newly appointed university teachers were residents of Canada preceding their appointment. About 22 per cent were residing in the United States, less than 5 per cent in the United Kingdom and about 6 per cent in other countries. For the three-year period (1972-73 to 1974-75) there were only slight variations annually among these percentage figures, confirming the existence of a certain pattern.

These figures indicate that one-third of the newly appointed faculty were outside the country shortly before accepting an appointment to a Canadian university, but it does not show if those who were residents of Canada in a particular year were either Canadian citizens or landed immigrants or non-immigrant foreign university

(5) Unfortunately, for over one-third of the new appointees neither the legal residence nor the country of previous employment was known, since a few large universities did not record this information. As a working hypothesis, it has been assumed that the unknown group corresponds to the existing distribution of those university teachers on which all the information was available.

teachers. The same applies to those who came from the United States which included returning Canadian citizens, landed immigrants who had obtained their immigration status in conjunction with an appointment to a Canadian university and non-immigrant foreign university teachers who had accepted an appointment in Canada. Consequently, this table shows only the proportion of newly appointed university teachers who were trained abroad, which is one-third. This confirms that Canada is still relying substantially on foreign graduate education.

From a legal point of view it is of greater interest to differentiate those landed immigrants who had obtained their immigrant status preceding their appointment and the other group of landed immigrants who acquired their immigration status on account of an appointment to a Canadian university. Table B-2 shows that annually less than 15 per cent of new appointments were in the category of landed immigrants who obtained that status in conjunction with their university appointment. Expressed in absolute numbers, between two - to three hundred university teachers acquired landed immigrant status on the basis of their appointment. To these numbers one needs to add another 100 appointments each year where the information was missing. The important consideration in this respect is whether qualified Canadians were available to substitute for these appointees. This question is difficult to answer. One has to know in what discipline these appointments have taken place and relate this knowledge to some of the regional considerations. Speculatively, one might consider that at least 50 per cent of these appointments were necessary on account of unavailability of Canadian scholars with particular qualification, and in the case of French-speaking universities, linguistic and other culture factors. If one accepts this rationale - and further refinements in the data utilization might support this argument, at least for the three-year period under consideration, the number of truly foreign university teachers is not as spectacular as has been suggested.

Moreover, the data cover a period where the awareness and guidelines of hiring foreign university teachers were not yet fully developed or accepted. The recent emphasis placed on searching for Canadians will increasingly be reflected in a larger number of Canadians and those landed immigrants who have been in Canada for a number of years. To reconfirm this argument, Canada had probably hired less than 100 new "foreign" university teachers each year from a wide variety of countries including the United Kingdom, France and Belgium. Only from the United States did between 200 and 300 university teachers arrive each year, who were not Canadian citizens or landed immigrants for a number of years. But one should remember that during this period close to 3,000 university appointments were made each year which means that considerably less than 10 per cent were in a category which might be considered debatable. Excluded from these considerations are those non-immigrant university teachers who came to Canada with a work or ministerial permit. The number involved in this category was less than 150 each year and most of them will return after their assignments have been completed. From an intellectual point of view this group is an important addition to Canada's intellectual growth and this group constitutes less than half a percentage point of the total number of university teachers. It should be remembered that many Canadian university professors go abroad each year, on sabbatical leave and such an exchange is part of a normal pattern of the international academic community.

For those new appointments who were already university teachers or graduate students prior to assuming their position at a Canadian university special tables have been prepared. It should be remembered that these two groups constitute almost 75 per cent of all new appointments. Therefore it is of interest to trace the country of origin in conjunction with their residence status for the three-year period. For those faculty members who were Canadian citizens close to 75 per cent

were residents of Canada and about 20 per cent were living in the United States and the balance in other countries. (Table B-3) This information indicates that a sizeable number of Canadians have stayed primarily in the United Staes in a teaching capacity before returning to Canada. In the case of the landed immigrant category more than one-third of the landed immigrants resided already in Canada preceding their appointment to a Canadian university. This figure indicates that a sizeable number of university appointments were made to landed immigrants who had been in Canada before assuming their new teaching position. Another interesting aspect of this information is that about 45 per cent of those who were landed immigrants had lived in the United States immediately prior their appointment. This seems to reveal that Canadian universities have relied to some extent on U.S. citizens for new appointments although the numbers involved in relation to the total of new appointments is less than 10 per cent. A similar pattern exists for those university teachers who came to Canada with a work permit, where about 50 per cent came from the United States, but some of them not necessarily U.S. citizens. Overall, between 54 and 60 per cent, depending on the year, were residents of Canada at the time of their appointment and less than one-third were residents of the United States. The same information is provided for the three-year period.(6) According to table B-4 62.8 per cent were Canadian citizens, 29.8 per cent were landed immigrants and 7.4 per cent were in the other category, e.g. work permits. Based on the country of residence 63.3 per cent were residents of Canada and 25.7 per cent were living in the United States prior to their appointment.

(6) Table B-3 and B-4 are not comparable because B-3 includes those university teachers whose residence status were not known and distributed according to a formula whereas B-4 excludes the unknown group.

An attempt has been made to compare for each year the geographic origin and legal residence status in absolute numbers to determine if a pattern exists. It should be remembered that for about one-third of those who were university teachers prior to their appointment this information has been lacking. Consequently, as a crude approximation one-third should be added to each figure. Although the three years do not provide a clear trend the variation from one year to the next are from a policy point of view not significant. For example 61.7 per cent were Canadian citizens in 1972-73 66.0 per cent in 1973-74 and 60.8 per cent in 1974-75. The comparable figures for landed immigrants were 30.6, 27.1 and 31.7 per cent. It will be intriguing to know what has happened to these percentage figures for 1975-76 and 1976-77. As a working hypothesis it can be assumed that this relationship will not have changed markedly. Another cautionary observation is that this is the first time that these data elements have been investigated and any interpretation has to be done carefully, particularly if one works with absolute numbers. The same comments apply to the discussion of country of previous graduate studies of newly appointed university teachers by legal residence status. For the three-year period, 72.4 per cent of this group were Canadian citizens 21.4 per cent were landed immigrants and 6.2 per cent were in the other category. For those who were residents of Canada 80 per cent were Canadian citizens as compared with 51.9 per cent who were residents of the United States. In absolute numbers, for these three years 198 were Canadian citizens who returned from the United States as compared with 121 who were landed immigrants with U.S. citizenship. For these three years, on the average only about 50 appointments were made each year in the category of graduate students prior to their appointment who became landed immigrants in conjunction with their appointment. It is likely, although it is difficult to prove conclusively, that many of these 50 appointments were necessary on account of the fact that qualified Canadians in certain disciplines were not available. Table B - 7

provides the same information in absolute numbers and percentage breakdown for each year. The interesting fact is that over 80 per cent of those new appointments who were residents of other countries abroad including the United Kingdom were Canadian citizens although the absolute numbers involved are small (less than 50, on the average, for the three years). In this context it is interesting to explore the legal residence status for those new appointments who had a Ph.D. degree and were graduate students prior to their appointment. Table B-9 shows that from about 150 new appointments each year with a Ph.D, 78 per cent were Canadian citizens or landed immigrants of long standing.

The interesting fact is that a relatively large number have still obtained their Ph.D. abroad. Less than 50 per cent of the newly appointed university teachers with a Ph.D. degree has come from Canadian universities (Table B-9). More than one third of these appointees have received their graduate training in the United States.

As discussed in the main text of the paper the supply-demand imbalance is disquieting if one remembers that between 2,000 and 2,500 Ph.D.s are forthcoming annually from Canadian universities and Canadians returning from abroad. This imbalance requires further study. It is unlikely that there is a possibility for a substantial shift in policy with regard to hiring new university teachers i.e. that preference might be given to those who have recently graduated. It is more likely that the Canadian universities will rely to a large extent on university teachers who had prior experience either in the university or other employment sectors.

In summary, it appears that the question of the origin of newly appointed university teachers by legal residence status has not been placed in the proper perspective. Less than 15 per cent of new appointments could be regarded as debatable but that assumes that qualified Canadians have been available in all 50 to 100 possible disciplines or sub-disciplines. If one relates the three to four

hundred appointments which are debatable to the 30,000 university teachers and the over 50 universities involved with their thousands of different departments each with their own characteristics, the issue of "foreignization" of Canadian universities appears to be less acute. This does not negate the argument that during the sixties and early seventies a large number of foreign teachers and students were admitted to Canada as landed immigrants with equal rights as Canadian citizens. They should not be discriminated against now.

The important consideration in this discussion was to draw attention to the magnitudes involved. In specific cases there might have been used, on a departmental basis, unusual criteria in the selection of new faculty and there are likely considerable regional, provincial and institutional variations in the number of foreign faculty hired but these aspects need to be explored further before more definite conclusions can be drawn and policy options be considered.

APPENDIX B

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Table E - 1
Country of Previous Employment of Newly Appointed University Teachers, 1972-73 to 1974-75

	1972-73		1973-74		1974-75	
	No.	%	No.	%	No.	%
Canada	1,071	64.5	1,183	69.7	1,362	67.4
United States	374	22.5	353	20.8	454	22.5
United Kingdom	82	4.9	76	4.5	97	4.8
Other countries	133	8.0	85	5.0	108	5.3
Total	1,660	100.0	1,697	100.0	2,021	100.0

Table B – 2

Country of Previous Employment of Newly Appointed University Teachers by Legal Residence Status, 1972-73 to 1974-75

		Canadian Citizens	Landed immigrants	Total	Others*
Canada	1972-73	1,058**	(183)	1,058	13
	1973-74	1,166**	(197)	1,166	17
	1974-75	1,348**	(233)	1,348	14
United States	1972-73	173	150	323	51
	1973-74	172	132	323	49
	1974-75	183	199	382	72
United Kingdom	1972-73	42	25	67	15
	1973-74	37	29	66	10
	1974-75	42	39	81	16
Other countries	1972-73	62	50	112	21
	1973-74	39	25	64	21
	1974-75	48	46	94	14
Total***	1972-73	1,335(85.6)	225(14.4)	1,560	100
	1973-74	1,414(88.4)	186(11.6)	1,600	97
	1974-75	1,621(85.1)	284(14.9)	1,905	116

* This category includes mostly foreign university teachers with a one year work period.

** The Canadian Citizenship category includes for 1972-73 183 university teachers who were landed immigrants, but had lived in Canada for a number of years. The figure for 1973-74 and 1974-75 were 197 and 233 respectively.

*** The percentage breakdown between Canadian Citizenship and landed immigrant status in brackets.

A Note of Caution: A sizeable number (about 1/3 of the universe) of newly appointed university teachers neither their country of previous employment nor their legal residence status are known. But there are indications that the non-reported category follows a similar distribution as those two-thirds of university teachers who had reported those two data elements.

Table B-3

Percentage Distribution by Country of Previous University Employment by Residence Status.

1972-73 to 1974-75

	Canadian Citizens	Landed Immigrants	Others	Total
		1972-73		
Canada	72.0	34.9	10.1	54.0
United States	21.3	46.8	53.6	33.0
United Kingdom	2.2	5.8	18.8	4.7
Other Countries	4.5	12.5	17.4	8.3
Total Number	550	361	12	980
		1973-74		
Canada	76.4	39.8	17.1	60.3
United States	18.1	44.2	40.8	28.2
United Kingdom	2.2	6.7	9.2	4.1
Other Countries	3.3	9.3	32.9	7.4
Total Number	640	342	76	1,058
		1974-75		
Canada	74.6	35.1	15.2	57.5
United States	19.2	46.5	54.3	30.6
United Kingdom	3.3	9.4	17.4	6.3
Other Countries	2.9	9.1	13.0	5.6
Total Number	730	385	92	1,207

Note: Includes those university teachers who did not specify their residence status, but were distributed according to their country of previous university employment.

Table B – 4
Country of Previous University Employment
of Newly Appointed University Teachers by
Legal Residence Status for a three year period
(1972-73 to 1974-75)

	Canadian Citizens	Landed immigrants	Other, e.g. work permit	Total Number	Percentage break-down
Canada	1,232 (77.8)	326 (20.6)	26 (1.6)	1,584	63.3
United States	258 (40.1)	294 (45.7)	91 (14.2)	643	25.7
United Kingdom	35 (29.4)	54 (45.4)	30 (25.2)	119	4.8
Other countries	46 (29.3)	74 (47.1)	37 (23.6)	157	6.3
Total	1,571 (62.8)	748 (29.8)	184 (7.4)	2,503	100.0

Note: Percentage Distribution by legal residence status in brackets.

TABLE B-5
Residence Status and Country of Previous University
Employment for New Appointments, 1972-73 to 1974-75

	Canadian Citizens*			Landed Immigrants*			Work Permits and Others*		
	1972-73	1973-74	1974-75	1972-73	1973-74	1974-75	1972-73	1973-74	1974-75
Canada	346	429	457	90	106	130	6	11	9
	(78.3)	(78.6)	(76.7)	(20.4)	(19.4)	(21.8)	(1.3)	(2.0)	(1.5)
United States	77	86	95	89	81	124	27	23	41
	(39.9)	(45.5)	(36.5)	(46.1)	(42.6)	(47.7)	(14.0)	(12.1)	(15.8)
United Kingdom ...	7	11	17	11	18	25	12	5	13
	(23.3)	(32.4)	(30.9)	(36.7)	(52.9)	(45.5)	(40.0)	(14.7)	(23.6)
Other Countries ..	18	13	15	32	16	26	11	17	9
	(29.5	(28.3)	(30.0)	(52.5)	(34.8)	(52.0)	(18.0)	(37.0)	(18.0)
Total	448	539	584	222	221	305	56	56	72
	(61.7)	(66.0)	(60.8)	(30.6)	(27.1)	(31.7)	(7.7)	(6.9)	(7.5)

*Percentage of legal residence status in brackets

Note: In 1972-73, 254 out of 980 did not indicate their legal residence status, and this figure declined to 242 out of 1,058 in 1973-74 and to 246 out of 1,207 in 1974-75

Table B – 6
Country of Previous Graduate Study
of Newly Appointed University Teachers
by Legal Residence Status for a three
year period. (1972-73 to 1974-75)

	Canadian Citizens	Landed immigrants	Others e.g. work permit	Total Number	Percentage break-down
Canada	645 (79.9)	149 (18.5)	13 (1.6)	807	58.9
United States	198 (51.9)	121 (31.8)	62 (16.3)	381	27.8
United Kingdom	70 (82.4)	12 (14.1)	3 (3.5)	85	6.2
Other countries	80 81.6	11 (11.2)	7 (7.1)	98	7.1
Total	993 (72.4)	293 (21.4)	85 (6.2)	1,371	100.0

Note: Percentage Distribution by legal residence status in brackets.

Table B-7

Residence Status and Country of Previous Graduate Study for New Appointments, 1972-73 to 1974-75

	Canadian Citizen**			Landed Immigrants**			Work Permits and Others**		
	1972-73	1973-74	1974-75	1972-73	1973-74	1974-75	1972-73	1973-74	1974-75
Canada	227	205	213	49	48	52	3	5	5
	(81.4)	(79.5)	(78.9)	(17.6)	(18.6)	(19.3)	(1.1)	(1.9)	(1.8)
United States	69	64	65	43	36	42	17	20	25
	(53.5	(53.3	(49.2)	(33.3)	(30.0	(31.8)	(13.1)	(16.7)	(18.9)
United Kingdom	30	18	22	8	*	*	*	*	*
	(76.9)	(90.0)	(84.6)	(20.5)	(5.0)	(11.5)	(2.6)	(5.0)	(3.8)
Other Countries	39	24	17	*	*	*	*	*	*
	(86.6)	(85.7)	(68.0)	(6.7)	(7.1)	(24.0)	(6.7)	(7.1)	(6.0)
Total	365	311	317	103	87	103	24	28	33
	(74.2)	(73.0)	(70.0)	(20.9)	(20.4)	(22.7)	(4.9)	(6.6)	(7.3)

* The numbers are less than three.

** Percentage of legal residence status in brackets.

Note: In 1972-73, 130 out of 622 did not indicate their legal residence status and this figure declined to 110 out of 536 in 1973-74 and to 71 out of 524 in 1974-75.

Table B-8

Country of Graduate Study of Newly Appointed University Teachers with a Ph.D. Degree by Residence Status for a three year period (1972-73 to 1974-75)

	Canadian Citizens	Landed Immigrants	Others e.g., Work Permits	Total	Percentage Distribution
Canada	204* (98.6)	(55) --	3 (1.4)	207	46.6
United States	77 (48.4)	54 (34.6)	25 (16.0)	156	35.1
United Kingdom	24 (70.6)	9 (26.5)	1 (2.9)	34	7.7
Other countries	39 (83.0)	5 (10.6)	4 (6.4)	47	10.6
Total	344 (77.5)	68 (15.3)	32 (7.2)	444	100.0

* Includes those Landed Immigrants who had been in Canada for a number of years.

Note: Excludes those who did not report either legal residence status or country of study (approximately one third were in this category).

Table B-9

Country of Graduate Study of Newly Appointed University Teachers with a Ph.D. Degree, 1972-73 to 1974-75

	1972-73		1973-74		1974-75	
	Number	%	Number	%	Number	%
Canada	61	40.4	76	53.5	70	46.4
United States	50	33.1	50	35.2	56	37.1
United Kingdon	13	8.6	8	5.6	13	8.6
Other Countries ...	27	17.9	8	5.6	12	7.9
Total	151	100.0	142	100.0	151	100.0

APPENDIX C

PRESS STATEMENT BY THE DEPARTMENT OF MANPOWER
AND IMMIGRATION ON FOREIGN ACADEMICS

Manpower and Immigration Minister Bud Cullen today announced changes in immigration procedures affecting the hiring of foreign academics. (March 21, 1977).

As of April 15, persons seeking to come to Canada to take appointments at postsecondary institutions, either permanently or temporarily, must have an approved job offer in addition to meeting the normal immigration requirements. Institutions seeking to hire foreign teachers will also be obliged to demonstrate that the positions they intend to offer to persons who are not Canadian citizens or permanent residents of Canada are thoroughly advertised in Canada. Exemption from this requirement will be made in the case of exchange programme participants and guest lecturers.

"Until now, these institutions, unlike other Canadian employers, could recruit abroad without reference to the availability of Canadians and landed immigrants", said Mr. Cullen. "This situation is no longer justified given the fact that the number of qualified candidates in Canada for these positions is now in excess of demand in many disciplines".

Mr. Cullen indicated that the new measures had been discussed with Provincial Ministers, as well as the Council of Ministers of Education.

"I wish to make clear", Mr. Cullen said, "that these measures will in no way interfere with the hiring of candidates on the basis of merit.

It will remain entirely up to the universities to judge what candidates are best qualified to fill the academic jobs they are offering".

"However, in view of the large numbers of post graduates leaving our universities each year, it is only fair to require universities, before they resort to foreign recruitment, to ascertain whether qualified candidates are available on the Canadian market".